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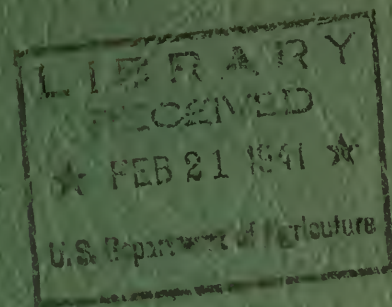
Employee Training Program...
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EMPLOYEE TRAINING PROGRAM



**With a Discussion
of
Policy and Method**

By
P. KEPLINGER
Staff Assistant in Administrative Management

**FOREST SERVICE
U. S. DEPARTMENT OF AGRICULTURE**

JUNE 1940

U.S. Forest service

EMPLOYEE TRAINING PROGRAM

Prepared Under the Direction of

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With

THE GENERAL AND THE ACTION PLANS

By

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FOREWORD

To All Administrative Officers:

The success of the Forest Service in meeting its obligations to the public and in taking advantage of every opportunity to serve the public depends upon you as a group and more specifically upon your assistants, and the quality of the training you give them. Your success depends on them and they in turn depend on you.

Under our decentralized form of organization, and in accordance with the policy of the Secretary, each directive officer is responsible for the training of the employees reporting directly to him. In the Forest Service this responsibility is accepted by each of you, and each one of you is doing a good job. But that does not mean that you are satisfied with results. You need and want help. This program, with its suggestions as to methods and devices, is intended for that purpose.

In preparing this program and the discussions which accompany it, consideration at every point was given to the Department's policy statement published in April, 1939. Our program is supplemental to that and is coordinated with it. The two should be used together.

If our training work were centralized, we could plan and offer definite courses as in a school curriculum. But under our system only you know the points on which your personnel needs assistance. So we depend upon you for details and confine our help to major policy and correlation, to suggestions, and to expert counseling. While the direct training responsibility is yours, ours is to furnish guidance. Report to me if this help fails or is unsatisfactory.

This program is built largely on your suggestions and at your request. I commend it to you for careful study and use.

EARLE H. CLAPP,
Acting Chief, Forest Service.

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THE FOREST SERVICE TRAINING PROGRAM

THE GENERAL PLAN

A college having an enrollment of 16,000 would be considered a big training institution. Each year approximately that number of employees comprises the training load of the Forest Service.

The extent to which these employees receive adequate training determines not only the quality and quantity of accomplishment but also the ratio between cost and value of the work done. It affects the standing of the Forest Service as a competent government agency.

These employees will become more or less trained in some way or another, even without a program for planned training. Ultimately an individual can learn through "trial and error" methods. Most people profit by experience. However, any learning process represents an expenditure of time or money, or both. Misdirected effort, mistakes, and waste of time and materials add to the cost.

It is not the practice to charge such costs to training, although they were incurred in the process of finding out how to do a job. On the other hand, most of the items of expense in a preconceived plan to train employees are so obvious that there is a tendency to regard them as extra costs. Also, it is difficult to evaluate the benefits of training and the resultant increase in efficiency is attributed to good management. As a matter of fact, planned training is a component of management.

One way to size up the relationship of training to the over-all task of managing the Forest Service is to consider the following questions:

1. Do new employees need training before assuming the full duties of their respective positions?
2. Do employees need training to maintain their efficiency and to keep them up-to-date through a long period of employment in the same position?
3. Do employees need training to prepare them for advancement to higher positions?

An affirmative answer to the first question would indicate that, as an employer, the Forest Service would be interested in some such additional question as, "To what extent should pre-entry training be depended upon to reduce the training now required for new employees?"

It is obvious that the answer is "yes" to these three questions. If an individual is worth employing, he is worth training. That does not necessarily imply that the responsibility rests solely with the Forest Service for fitting a person for a position, helping him to hold it, and developing him for advancement. Train-

ing in the Forest Service must be a cooperative endeavor, with the employer furnishing the opportunity, incentive, and encouragement, and the employee contributing initiative, resourcefulness, and willingness to take advantage of the training opportunities offered and also to create opportunities for developing himself.

Many of the elements upon which the Forest Service personnel ratings are based have a direct relationship to the employee's reaction and response to training opportunities. Unfortunately, equal opportunities are not always afforded to those equally entitled to them and poor ratings frequently can be attributed to lack of proper training opportunities.

A more definite idea as to the size of the training load is obtained by consideration of such questions as, "How many employees need training?" and, "How much does each need?" for each of the following groups: (1) new employees; (2) employees needing training to maintain efficiency (maintenance training); (3) employees being prepared for advancement.

(1) New employees all need some training. However, a journeyman carpenter will not require as much, or the same kind of, training as an assistant ranger even though both are newly employed in the Forest Service.

(2) All employees need "maintenance" training throughout a period of years, but the frequency and the amount will vary according to individuals. Clerks engaged in similar work may not each require the same amount of training to maintain their efficiency.

(3) Training of employees for advancement to higher positions must be selective. In spite of the need for equalizing training opportunities, all employees cannot be considered as capable of advancing. Also the number of positions usually decreases progressively with raises in salary brackets, and the higher the position the more selective the training becomes.

An analysis of each group or classification of employees will indicate the general training needs classified according to positions. This will provide a basis for a general program for assistant rangers, for example. However, all assistant rangers are not alike in their individual needs for training; one may be weak in office procedures, another in dealing with the public, and another in range management. Or in another group there may be a supervisor who is having difficulty keeping up with the procession while his neighbor on an adjoining forest obviously should be given training for advancement.

It is apparent that the Service-wide program in-

volves consideration of both individual and group needs; also that the training load is likely to vary from year to year both as to the number of employees to be trained and as to the relative amount and the kind of training to be provided. The period of rapid expansion which began in 1933 and the subsequent retrenchment indicates the need for flexibility in the training program. For several years there was unusual need for training of new employees and of men for advancement. As the organization becomes more stable and turn-over decreases, training to maintain efficiency undoubtedly will command relatively more consideration.

Training Methods (See Manual, p. GA-E3-14)

Emphasis is placed upon training as a part of management. As such it is Service-wide in scope and involves every employee and every type of work. This program does not attempt to prescribe specific training methods for each job or each employee. It does present guiding principles sufficiently broad in scope to be applicable to all classes of employees. Suggested procedures for training the major groups of employees are included as a supplement to the program.

Obviously this program cannot teach the theory and practice of training, although it does include supplements in which certain phases of training are amplified.

It is the responsibility of each executive officer (including everyone who has supervisory duties) to familiarize himself with such basic principles and techniques of training as are required for the training job at hand. The training officers of the Forest Service, and occasionally specialists from other organizations, can aid in providing some education in training for supervising officers, but cannot relieve these officers of their responsibility for learning how to do their training job. A first-class executive is a good trainer, otherwise his leadership would be ineffective. He knows what his organization must do and how to get the job done. He knows how to assist his employees to gain effectiveness in doing their jobs.

All employees do not need the same amount or the same kind of assistance to perfect them for their present or future jobs. Therefore, the selection, by the trainer, of the training methods to be used must be based on the analyses of employees' needs. The supervising officer and the employee must participate in this selection, assisted as the occasion warrants by the training officer.

Individual instruction on the job, as mentioned elsewhere, offers the best possibilities for universal application in the Forest Service. It is the simplest and most natural way for the supervising officer to give the employee the training required for the job or emphasized by the analysis of the employee's needs.

Individual training off the job is another method of giving individual attention to an individual employee to conform to his special needs (for training). It usually involves voluntary effort and initiative on the part of the trainee, as contrasted with the compulsory features of the training-on-the-job method. It may involve the use of official time, as, for example, in certain Forest Service correspondence courses and supervised study of manuals, or of personal time, as in the case of advanced study by employees selected for attendance at some university. In either case, the Forest Service provides the opportunity and the employee the motivation for learning.

Group instruction off the job is a highly important method of training, but its use is so obvious that it is likely to be overrated. It supplements but cannot take the place of individual training. It is difficult to adapt this method to individual needs, and it should be used when individual methods are not feasible or when coordination of group action is particularly desired. Group training is productive of values other than the learning of facts or methods, such as the stimulation of group morale or competition, the exchange of ideas and widening of perspective. The application of group training methods to Forest Service personnel is limited by the cost and difficulty of assembling employees having approximately the same training needs.

Group training on the job usually includes so much individual instruction, and also training "for the job" rather than "on the job," that some other classification of method would be more appropriate. A foreman's training of a crew of laborers engaged in the same kind of work probably is the nearest approach to this so-called method.

The above grouping of training methods is merely an attempt to bring together under major headings a number of common training devices according to certain general characteristics. A certain amount of overlapping is inevitable. For example, lectures, conferences, seminars, and demonstrations have the characteristic of dealing with groups of learners rather than with individuals, and these methods, with others, are combined under the major classification of "group training off the job." These methods could be used in individual training, but they seldom are.

No attempt is being made to establish any particular training nomenclature other than for the purpose of organizing material for presentation in this program. Listing and describing the procedure and methods of training may give the opportunity of choice to trainers, but it cannot guide that choice in specific terms.

A Survey of Training Needs (See Manual, GA-E3-5)

The needs of the employee and the needs of the Service or employing agency are synonymous insofar as training is concerned. Successful training fills these

needs by increasing the efficiency of both employee and employing agency.

Theoretically the job applicant who has completed his school education should have as a starting basis a healthy body, well-controlled emotions, good work habits, a knowledge of how to think, and a fairly well-defined idea as to what he is best fitted to do. It is desirable also that those having only rudimentary schooling should have obtained the above through pre-entry training of some kind, as that would reduce training needs of new employees to items directly related to the position involved.

Employees come to the Forest Service as individuals—human beings full of emotions, undercurrents, foibles, and troubles. Recognition of human traits will aid in humanizing the Forest Service organization. Consideration of each individual's weaknesses and needs will prevent the subsequent training from becoming a mechanical process.

No formula is advocated for determining each individual's training needs. Personal contact by supervising officers and inspection as a part of supervision offer the best means of obtaining such information. Training is a two-sided affair and the trainee, himself, should participate in the analysis of his individual case.

Whatever the process is, *it is the responsibility of each supervising officer to consider annually the training needs of his or her immediate subordinates and to initiate action to provide the opportunity for as much of the needed training as is officially justifiable or practicable.* In this connection, the development of supervising officers as trainers must be considered as an essential part of the training program and an analysis of the need for training each trainer is a part of the Service-wide analysis.

For convenience in classifying training needs, grouping these according to function will give an over-all picture of the training load for each individual on each administrative unit or for the entire Service. This can be broken down so as to show the type of training needed, as group or individual training on and off the job, for each employee-group; or a detailed list of needs can be indicated for each individual. The method shown on the accompanying sample form, or some other equally adequate permanent record, should be used as an aid in recording data. However, devices for assembling information and making a record of needed and proposed action, necessary as they are, cannot be substituted for human interest in and individual attention to each trainee.

At the time of the periodic check on training needs specified above, *each employee should be considered from the viewpoint that it may be possible to set up*

a career ladder for him or her, and if so, the analysis will indicate steps which the employee should be encouraged to take. Executive officers will find that the individual analysis will aid in their search for employees who, early in their careers, show promise of development and will also aid in formulating plans for such development.

On the other hand, it must be recognized that some employees "just want a job." They do not seek more authority and are particularly adverse to taking on additional responsibility. If such individuals are to be retained, the analysis would indicate the training needed to maintain or develop efficiency in their present positions rather than to aid in their advancement.

Aside from other reasons, it should be recognized that training which will help an employee retain his position saves the cost of breaking in new men; also that the capacity for advancement is not the index to the employee's worth in his present position.

Regional foresters and directors will make the necessary arrangements to keep their multiple card records up-to-date with regard to the training and career program of each employee.

Objectives (See Manual, GA-E3-3)

The training program for the Forest Service is predicated on Service-wide recognition of planned training as a component part of management.

The objective in training is to get better work done by increasing the effectiveness of the members of the organization. The trainee's objective is to get and to hold a position and to merit advancement. The Forest Service training program is designed to coordinate action on these two objectives by supervisory officers and trainees at all employment levels. This program has the additional objective of providing *incentive* for training by stressing the principle that executive ability is measured by a supervising officer's contribution to the Service through the medium of his subordinates.

In spite of the apparent magnitude of the training load when expressed in numerical terms, the approach to the solution of most training problems is relatively simple. We had some fairly successful training in the Forest Service even before this phase of management was stressed. However, the element of chance as to the supervising officer's interest in and inherent ability for training often played and still plays too great a part in the building up or the wrecking of the careers of his subordinates. A Service-wide program will be successful only to the extent that it creates and maintains equality of opportunity for all employees to obtain the training which they and the public have the right to expect the Forest Service to give its employees.

Training Needs

[illegible]

should vary for each different class of workers.

(Name)

(Title)

(Date)

A good executive will analyze and provide for his employees' training needs. If time for this is lacking, it is evidence either that the executive does not have a proper conception of his duties, or that there is something fundamentally wrong with the system of management under which he is working.

It may not be possible for each supervisory officer to provide training in accordance with all of his ideas as to the best methods to use. It may not be within his province to make the final decision on such matters as group training assignments or transfers, but he can devote individual attention to training his immediate subordinates to the extent to which this will serve the purpose.

It is a reasonable assumption that if half of the time spent by supervising officers in remedying mistakes of their subordinates had been spent in training the latter, the time spent on remedial measures could have been reduced at least half. The result would have been better management without increase in cost.

It is the further objective of this program to substitute planned training, as a preventive and largely self-liquidating method, for avoidable corrective measures.

However, training employees for the purpose of developing and maintaining their efficiency for their present jobs is not enough. Raising the level of efficiency in the Forest Service not only depends upon but also requires at least a corresponding improvement in the quality of leadership. Progressive development of qualified employees for advancement, and particularly for promotion to executive positions, also is an objective. Planned training, especially in administration, provides a means for obtaining it.

Training is a sound investment only as long as it pays dividends in improved service to the public or in reduced operating costs, or both. This is recognized in the over-all objective of the training program which is: the development and expansion of planned training at all employment levels until the public benefits obtainable from further intensification of training do not justify further increases in costs.

Policy (See Manual, GA-E3-4)

The following statements of policy are given to provide guidance in reaching a common understanding of the position of the Forest Service on personnel training, its relative importance, and the responsibilities involved.

The Forest Service holds each employee responsible for work done by subordinates under his direct supervision. To help employees redeem their responsibility, personnel training is made a required part of management. Consequently, poor work done by a poorly

trained employee will be held as an indication of failure of the officer responsible. It necessarily follows that employees who have received adequate training and continue to do poor work in any field will be removed from it.

Required training to obtain effective performance of official work is classed as official work. New employees will be trained for their respective positions before they are given full authority or are held responsible for the full performance of their duties. The training process will be accompanied by increases in authority and responsibility to the extent that the trainee has been prepared for carrying these.

Equality of opportunity to obtain training for those equally entitled to receive it is the basic policy of the Forest Service training program. Throughout the period of employment each employee's qualifications for advancement will be considered periodically—at intervals of not longer than one year—and those individuals who show promise of advancement will be given opportunities for training for higher positions (see page 11). Career ladders for each important type of work will be developed with provision made for transfer from ladder to ladder as circumstances may dictate. As individuals are considered "periodically" it will probably be desirable to make special adaptations to meet special needs. Emphasis should be placed on general career ladders on which each employee may visualize his own place and set his own goals and desires with special ladders made as needed by revising the general ones. In all cases the responsibility for taking advantage of training opportunities is placed upon the trainee.

Personnel training will be given sufficient priority to enable each supervisory officer to provide efficient training of each employee under his direct supervision in conformity with essential training needs. Comparable priority will be given to the job of preparing and developing supervisory officers to train.

It is not the intent of this program to establish priorities as between Service-wide training and specialized training for certain classes of positions. Both should be carried on simultaneously. It is the policy to have *individual training* done by trained supervisory officers on a *Service-wide* basis. When it is more practicable to assemble employees having approximately the same general training needs, *group training* (training camps, conferences, meetings, etc.) will be used. This together with other procedures will be the means of providing the additional and specialized training needed to have a well-balanced organization. The needs of each administrative unit will determine the degree of selectivity to be employed in using the latter types of training.

THE ACTION PLAN

In the field of training the situation governs the action.

The will to train and the desire of trainees to learn must exist or be developed before any plan of action can be used effectually. This plan recognizes the necessity for these by suggesting incentives, but does not provide any standard pattern for moulding mental attitude.

The responsibility of inculcating the will to train rests upon every executive officer from the Chief down. Each supervisory officer should receive from his superior the incentive and the opportunity to use planned training as a part of his supervisory duties. It should be a Forest Service tradition that the contributions of our Service to public welfare are the result of the development of its personnel rather than of the work of super-men in the higher positions. This thought is injected into each phase of the program as a substitute for mandatory action.

A large part of the training job in the Forest Service centers around individual relationships between the supervisory officer and those working directly under his supervision. Items 1 to 4 of this plan are devoted to this phase.

Orienting New Men on the Job

Ambitious employees wish to be successful but frequently are uncertain as to their objectives or are handicapped for attaining them.

The initial training step with new employees is to give each one a clear-cut understanding of his job, its relation to other functions and other positions in the Service and the opportunities for advancement in pay or grade which normally are available. He should be told frankly what the Forest Service will provide in the way of training and what he can do to facilitate his own development for the present job and for advancement. He should be informed that his ability to learn and his response to training opportunities, as reflected in his work accomplishments, will determine the degree to which he will be given the authority and responsibility which goes with his job.

This initial action usually but not necessarily will be taken by the officer responsible for the direct supervision of the new employee as the former is in the best position to help the new man get started on the right foot and to give him the feel of the job and his new environment.

In the Washington and regional offices specific plans for the orientation of new employees, together with appropriate descriptive material relative to the organization and the job, will be useful in helping new arrivals become acquainted and adjusted to their

surroundings. This has been recommended by the Department Training Council. Handbooks for new employees are very useful supplements to the personal instructions and counseling given by the supervising officer.

It is highly important during the process of helping new employees to adjust themselves that they be made to realize their own responsibilities for fitting themselves into the organization and for self-development.

Analyzing Training Needs

Here again the personal attention of the *immediate superior* is stressed as the best means of analyzing the training needs of an individual employee. He should be close enough to the employee so that he will know the mental make-up and characteristics as well as the accomplishments of the employee as an individual. Also analyzing needs, as well as providing training, is a continuing process inasmuch as changes in the ability of the trainee and the requirements of the job can be expected to occur.

Personal supervision, of which inspection is a part, is the best medium for obtaining the necessary information—especially if this is supplemented by discussions in which the employee's views are obtained. Some formal method of analyzing and recording each employee's training needs is necessary to avoid overlooking these and to aid in incorporating training data in personnel records. Such essential records should not, of course, be allowed to detract from or substitute for constant personal attention. Form No. 716 given on page 4 is an example of what may be done.

The analysis should indicate the part that can be filled by individual training by the supervising officer and the items which will require other means such as group training, special assignments, study or reading courses, or possibly work at some educational institution.

Individual Training

There is no substitute for personal attention and individual effort by a supervising officer in developing the employees whose positions require them to look to their "boss" for direction and leadership, and for recognition of work well done through commendation, personnel ratings, etc. He must be able to train through the process of imparting his knowledge of the work to his subordinates, and by providing such opportunities as are within his province for the employees to obtain the training from other sources.

Personal supervision will provide the means for a great deal of individual training. The latter is a part of the job of supervision and time must be provided for this phase of a supervisory officer's duties. He also

should counsel the employee about opportunities which are available to the employee for developing himself, and he should assist the employee in planning for the self-training which the analysis indicates is needed.

Follow-up (*See Manual, GA-E3-15*)

Inspections will be made to evaluate the results of training and to determine the effectiveness of the work of trainers as well as the trainee's response to training opportunities. The inspector's findings together with the supervising officer's analyses of training needs will be the basis for plans for the continuation of training for the individuals involved. Such inspections will aid the supervising officers in carrying out progressive follow-up steps in training by supplementing the supervisor's intimate knowledge and analyses of his employees by a check on employee accomplishment.

Training Specialists (*See Manual, GA-E3-4*)

Few, if any, Forest Service employees have had pre-entry education in training, yet a large percentage are responsible for training. It is impracticable as well as administratively impossible to have all training done by specialists or to have all supervisory officers become training specialists.

There is a distinct need for help from training specialists in the preparation of plans, in advising supervisory officers as to training policies and devices, and in instructing them in training techniques. The Chief, the regional forester, and the director will provide help which will conform to the size and character of the training load.

The Washington office will utilize the services of its training officer to correlate Forest Service training with the programs of the Department which operate under the provisions of sections 6 and 8 of Executive Order 7916. It will provide leadership and correlation in Service-wide training and it will keep the field informed as to new and tested methods and materials. The training officer in the Chief's office, in effect, will train the training specialists in the field or advise the field as to how to obtain the necessary technical services for training work. He also will serve in an advisory capacity and assist in planning the training of the Washington office employees.

The Washington office will head the study of the pre-entry needs of each Forest Service position. It will continue cooperative work with the forest schools and initiate action with other agencies for the purpose of having pre-entry education, or the training of prospective employees, conform to the requirements of the various positions in the Forest Service.

In the field, training specialists will furnish assistance to supervisory officers in analyzing training

needs, in planning and in teaching training technique, and also will provide information relative to policies, methods and devices applicable to local situations for both in-service and off-the-job training.

Training Positions

Insofar as funds will permit, sufficient training positions will be established to provide replacements for the following key positions: district ranger, administrative assistant, certain specialists, project leaders, and others as needed.

The number of training positions will be based on the average, or the anticipated, turn-over for each class of position. The need for replacements and the facilities for training will be correlated with the work load in determining the location of training positions.

The training plan for each of such positions will recognize the requirement of the work load, as for a ranger district; but the purpose of training positions will be defeated if the trainee does not receive well-rounded training for the job by a competent trainer. The difference between providing an assistant merely to get the work done and training the assistant while getting the work done must be recognized in allocating training positions.

For positions which normally are filled by the transfer or promotion of experienced employees who need only some orientation on the new jobs, it should be the practice to hold the present incumbents on the job long enough to break in their successors. For various reasons this may not always be possible, but full advantage has not been taken of this opportunity for transferring knowledge of the job from one employee to another.

Methods, Procedures, and Devices (*See Manual, GA-E3-14*)

Funds, facilities, and needs for Service-wide training vary from year to year. The training program and regional plans must be flexible enough to meet changing conditions and to encourage the use of initiative and the development of resourcefulness on the part of both trainers and trainees. Procedures, methods, and devices for training should be adhered to only so long as the results justify their continuance. Supervising officers and specialists will be required to know enough about the various methods and devices so that they can select the ones which are most appropriate for the individuals and the groups involved. Training specialists will be used to familiarize trainers with the application and technique of training methods such as the four-step, "socratic," seminar, and conference. Some material already has been sent to the field, and "training methods" will be discussed further in a separate section of this program.

As used here group training, transfers, and assignments are not considered as training methods in themselves, but rather as the means of facilitating the use of these methods.

Group training, in spite of its limitations, is the accepted means for training fire guards, CCC's and cooperators in fire control work largely because of the limitations on time and the large number of trainees in such groups. Follow-up training, usually on the individual basis, is required for forest guards.

Training camps, or so-called schools, are approved as a means of enabling specialists to train groups of regular employees having the same classification as to position, or having a common need for instruction which cannot be provided by the trainees' immediate superiors.

Because of the selectivity used in grouping regular employees for attendance at training camps and in the subjects taught, it will be the practice to inform inspecting officers as to the employees who have had group training and the objectives of such training. The inspectors in the course of their field inspections will endeavor to evaluate the training so obtained by checking performance in these objectives.

Transfers and special assignments are excellent methods of providing situations favorable for training. They must, however, be accompanied by planned training which will make the most of the improved opportunities for giving it. To this end a simple prac-

ticable plan for providing the necessary training will be required in each instance of this type. Lacking this the employee may become more experienced, but not better trained.

"Internships" in various forms will be explored as a means of providing training for certain positions, particularly in research.

The *Graduate School of the Department of Agriculture* lectures and other training facilities are available for employees in the Washington office.

Specially arranged lecture courses on official time provide opportunities for employee training. In the field a start has been made in courses of this type. The development of additional courses through co-operating agencies is encouraged.

Correspondence courses, motion pictures, and libraries are valuable aids to training and the use of these will be developed and expanded as fast as funds permit. The film portraying the "one lick method" of fighting fire is indicative of the possibilities for training which are provided by motion pictures. More effective use of Forest Service libraries can be obtained by keeping employees, especially field men and new employees, informed as to types of books and periodicals which are available. Reviews of new books and lists of books recommended for study would be very valuable aids to trainees, if these were prepared by specialists in each particular field of Forest Service activities.

TRAINING "ACTIVITIES"

Since training is planned to meet individual training needs, a training program necessarily differs from a school curriculum. In the curriculum there are standard courses, such as algebra or beginning botany given year after year to all students in the grade. In training, except for beginners, all trainees are different; no two individuals or groups need exactly the same, and no individual or group needs the same training twice. We, therefore, have very few standard courses. This does not mean that training is unplanned; rather it means that it requires a great deal more planning.

The following "Activities" correspond in a general way to a school curriculum. In a school each course listed in the curriculum requires a special plan with a special subject matter all its own. Likewise, each Activity requires planning and the assembling of subject matter. One difference is that most "Activities" are not given at regular stated periods and usually are never repeated. Take a "Staff Conference" for example—it has an objective and is planned, but it is held to supply a need; once given, the need no longer exists.

Another difference is more fundamental; training as a component part of administration is often so closely integrated with administration that the two cannot be separated. The "Staff Conference" will have an administrative as well as a training objective and usually there is no separation of the two except in the mind of the leader.

This is not always true. The first "Activity" listed has a detailed written plan which covers the period from September 1 to August 31 each year.

These Activities will be incorporated in periodic or general plans as needed and when used will require special planning.

In listing these Activities, they are segregated according to the outline followed in the Department's policy statement, and in the field also by branches. Because of this dual outline and also due to the nature of the subject matter, there is some overlapping. This need not be a serious defect in that in preparing detailed plans in the field, the Activity may be selected which best meets the objective, wherever it may be listed in this program.

Washington Office

Administrative

1. Training for two field men each year in cooperation with American University. Involves "education" as well as "training."

2. Conferences as needed of directors and regional foresters, either together or separately. The conference will be largely administrative, but will have a training or educational phase in part.

3. Staff conferences with a training motive will be held by the Chief and by branch chiefs as needed. In addition, administrative conferences will be held. The two objectives frequently will be combined. (The training may come from the pooling of information on a problem or situation, or from the Chief or an assistant having new information to give or sell.)

4. General staff conferences, including division chiefs and others, will be held monthly from November to April and at intervals during the summer under the leadership of the Chief or an assistant. These conferences will be largely informational, but may also have an administrative objective.

5. Participation in the activities of the local branch of the Society for the Advancement of Management and attendance at meetings of the national organization and also meetings of the American Management Association, as recommended in the Department's policy statement, is encouraged.

6. Junior executives or visiting field officers should be invited to attend, as auditors, branch or division conferences when the discussion will have real informational value to them.

7. Representatives will be assigned to various departmental training programs.

8. Participation in Graduate School lectures and courses as needed. Guidance counsel is afforded.

9. A Junior Management Council with an expert adviser and counselor, open only to the younger men below division chief; includes both education and training.

Professional and Scientific

1. Research Methods: An intensive course in research techniques, including statistics, for research field men. As needed, usually one or two a year.

2. Research Methods: Similar to above but less technical, for administrative field men, with special reference to the use of research techniques in administration. As needed, about one in two years.

3. Seminars, quarterly or as needed, for enabling specialists to keep in touch with progress outside his specialty, for group thinking on problems, and for

other purposes, available to experts in all branches. Occasionally outsiders will participate.

4. *Functional Conferences*: Each division will hold a Service-wide conference at intervals as needed, usually about once in five years, in Washington or the field. These conferences will not be confined to training, but each should have a training function in part.

5. Participation in such local scientific groups as the following:

Society of American Foresters
Society for Personnel Administration
Society of Business and Professional Women
Washington Academy of Science
Biological Society of Washington
Botanical Society of Washington
Entomological Society, and others.

6. *Graduate School*: Individual participation both as instructor and as student—as needed.

7. Attendance at annual meetings of such societies as the following:

American Association for the Advancement of Science
Society of American Foresters
Ecological Society of America
National Recreation Congress
American Society of Agronomy
American Society of Civil Engineers
American Accounting Association, and others.

A report on each meeting attended will be prepared in accordance with prevailing instructions.

8. *Movies and Film Strips*: Prepared by Washington office or regions, as needed or as funds are available.

Clerical and Custodial

1. Orientation: Participation in the Department's orientation courses; a special plan is in effect involving sponsors for clerical employees. In addition there should be planned orientation within the division. The new employee will be taught something of the organization and function of the Department, the Bureau, and the division in which he works.

2. A special course for clerical employees is in preparation.

3. Graduate School: Individual participation as needed.

4. On-the-job: Planned training by each supervisor for each employee directly under him is required.

Regions

The regional office will provide advice as needed to the extent it is practicable to do so, but in both the forest supervisors' and rangers' offices direct responsibility rests with the employee's immediate superior for on-the-job training, and for indicating group or special training as needed.

Administrative

1. Where facilities are available, establish one or more training positions similar to the two in Washington. These men work full time, so no extra expense other than travel is involved.

2. Encourage qualified men to apply for the Littauer Fellowship, Harvard University School of Public Administration, a similar fellowship at Minnesota and such others as are available. Preliminary information is available in the office of the Chief.

3. Short courses in public administration will be developed, where practicable, in cooperation with one or two local universities. This has already been done in four regions. It is one of our most productive ventures in cooperative training.

4. Advance training courses, as needed, will be given as in the past, for the selection and training of future supervisors. These courses stress organization, planning, the technique of administrative decision, and the social and economic responsibilities of federal land managements.

5. Training positions will be established for assistant rangers and others. In such cases the training is planned to cover every phase of a ranger's duties, (or corresponding position) including (a) techniques, (b) standards, (c) procedures, (d) policies, and (e) the application of the scientific background to the job. The supervising officer will be held responsible for this as for other planned work, and a high priority established.

6. Forest conferences, as needed, but at least annually, for the rangers and staff. These are particularly desirable on forests where the work is not well diversified to enable officers to maintain their knowledge and standing in little used functions. This will help fulfill civil service requirements for equal opportunity and competition for advancement.

7. Hold a staff seminar occasionally to discuss whether or not the principles of good administrative management have been observed in recent activities of the region or unit. Members should be encouraged to bring up examples of actions which they believe have not been so handled, with references to standard authors on the subject.

8. Occasionally, possibly once a year, have someone who has visited an industrial organization report

on some commendable practice he observed in the organization's procedures, and discuss its application or adaptability to Government work.

9. Publish, occasionally, briefs of articles or books on administrative management. Assign the preparation of the briefs to different individuals in order to distribute the training. The librarian should at least once a year suggest to the regional forester and the training officer a list of articles and books desirable for such review. The same practice might well be applied in other fields such as economics, political economy, sociology, psychology, etc.

10. Keep the library well supplied. Establish a procedure for having technical and trade periodicals marked so as to save time of busy readers, and for getting marked copies to such officials as will be interested in them. Much of this is already being done.

11. Encourage junior executives and others, if they are willing to do so, to participate in the activities of local management and other scientific societies where such are available.

12. Use job analysis techniques for training as well as for planning. Job analysis for this purpose attempts to discover best ways rather than merely to record present practices.

13. Each region has given training in conference leading. This training should be supplemented by training in the conference techniques applicable where an administrative decision is the objective of the conference.

14. An occasional man having ability in fire suppression and good fundamental training in suppression techniques should be assigned to a large fire for training in over-all management tactics and strategy. He will not be assigned to a work position, but will preferably accompany the assistant regional forester or chief fire inspector. He will study and discuss all moves made, the reasons they are made, and results obtained. Later, if practicable, he will participate in the board of review. Sometimes such assignments will be to a region other than the one in which the employee has had most experience.

15. Each region should answer the question: "What is the job beyond?" for each of its classified positions and then plan the training necessary to facilitate the transition to that job. Where there is no natural job sequence, plan for the transfers to other lines. (See Form No. 716, page 4, also pages 5 and 14.) The "job beyond" in some cases may be outside the Service.

16. Develop, insofar as practicable, cooperative training schools or conferences with other agencies,

particularly the National Park Service, the Grazing Service, the Soil Conservation Service, State Services, and others. This has already been done to a considerable extent.

17. Planned Conversations: Each key executive should occasionally have an informal but purposeful talk with each of the younger executives under him, or at least with those of greatest promise. The purpose of these talks will not be "to point out their mistakes," but rather will be informative talks about the work for general understanding and orientation and to make sure the young man continues his interest in new and progressive ideas, but also that he keeps his balance. Stimulation with understanding will be the keynote of these planned, but not formalized, talks.

18. Group inspection tours have been tried and are very productive when well planned for definite objectives. Small groups are best, five to eight, with facilities for study and a clear-cut objective at each stopping point. These essentially should not be just "show-me" trips.

19. Orientation is extremely important. It requires separate planning for different groups and situations. Junior professional men require special consideration.

Professional and Scientific

1. Possibly the thing most needed is a systematic detailed survey of the educational opportunities available in each region and station. This has been started in several regions, and some are so well located that little study of the situation is needed. It is no longer necessary that one be located in the college town to come within the scope of a modern university; extension work is so highly developed that boundaries have been greatly extended. Correlating opportunity is a problem, but first more information is needed.

2. As a corollary to "1" much can be done to *promote* after-hours courses or "directed study" courses in local schools.

3. Regional office seminars and clinics will be held as needed, but often enough to keep the office technical force in touch with new problems and new developments. The leader of the clinic may be a regional office man, a station man, a State man—anybody available who has something worthwhile to demonstrate. A seminar will be held whenever there is in any field developments needing discussion, either for the advantages of "group thinking" or for staff training.

4. Supervisor meetings will be held when needed, as in the past. The need may be for administrative planning or decision, for training, for professional advancement, or for all three. Better planning is needed. This means, usually, more emphasis on ob-

jectives and devices, and less formalization. It is of value to introduce outside viewpoints by inviting an expert (a) in the scientific management field, (b) in the physical science field, (c) in the economic or social science field, either one or all, to lecture on some subject within his field to the assembled supervisors.

5. Functional staff conferences similar to those on a national scale, as needed. They serve both a correlative and an informational purpose, and give men a needed stimulus to keep moving professionally.

6. "Schools of philosophy" for correlation with other agencies, for a better understanding of relationships, and for background building, will be held as needed and as facilities will permit—in cooperation with Dr. Taeusch, Bureau of Agricultural Economics.

7. On-the-job training applies everywhere, but is particularly applicable in the technical field. Supervision determines weaknesses in planning and execution, and takes corrective action. Training goes a step further than good supervision requires; it develops understanding, discovers sources of error, leads to viewing the work from new angles, and develops ability to view critically and determine corrective action needed without help.

8. Functional training schools, as needed, for rangers, executive assistants, and others. The instruction plan includes administration, supervision, procedures, etc., as well as something of the technical background of the work.

9. Experience is as important as training. Carefully planned experience assignments are a part of the training plan. Regional foresters and directors are responsible for such planning.

10. Clinics are an important part of any training plan. They serve three purposes: (a) they check up on the validity of new proposals or discoveries, (b) they keep the aggressive, resourceful men in balance, and (c) they serve as an informational outlet for progressive ideas. The number will depend on the productiveness of the men of the unit.

Research (Stations and Laboratory)

Professional and Scientific

Many of the activities listed for regions apply here and need not be repeated. The stations, although the bulk of their work is scientific, do have a heavy administrative load and some men need special training in that field. Activities 2, 10, 12, 15, and 17 under Administration, and 1, 2, 5, 6, and 7 Professional and Scientific should be given consideration.

Even though there is considerable overlapping, the fundamental training needs of the two branches of

work differ widely. In research formal education plays a very important part. School training for the doctorate is essentially training in research techniques, as well as to broaden the base of technical knowledge. These techniques need not necessarily be learned in school, but they must be learned. Further, while specialization is necessary, a broad informational background is desirable.

Training, as defined in the Manual, is equally important. The emphasis here is not on skills and procedures, although these are important, but in that more difficult field sometimes designated as "insight" training, or training in creative thinking. The research worker, above all others, must be able to interpret the meaning of "situations" and learn from "things" not just from books or teachers.

1. The survey of individual training needs must be resurveyed and brought up-to-date at frequent intervals, since the situation is constantly shifting and individual development is the determining factor in success. A written record of these needs is an essential guide to good training. (Reference Form No. 716, page 4.)

2. Plans for the educational advancement of the younger men through courses in local schools, when possible, or in a leave status where necessary, is an essential factor in individual training.

3. The educational advancement or "maintenance" of the older men is equally important. It is best accomplished through conferences, seminars, reading, and participation in the activities of scientific organizations.

4. Seminars as needed. Used both for general informational and broadening purposes and for specialists.

5. In addition to the division conferences mentioned under Washington office, there should be occasional field division conferences, and also general conferences in the stations. These will usually have functions in addition to training.

6. The clinic is important in scientific work, and will continue to be used when practical and important material is available for demonstration.

7. While group training is important, individual training on the job to meet individual needs is by far the most important and will be given first consideration. It is so important that written plans to meet recorded needs are necessary. These plans should not be formalized and need not be elaborate. Supervisory officers will make frequent reviews of work in progress and check the individual's progress and understanding, and make adjustments as needed. In addition, they will develop "insight" through leading the

individual to look at his problem from new viewpoints to discover new relationships for himself, etc. (Reference to supplemental statement on methods.)

8. Supplemental to post entry education and to job training, "schools" are needed to round out training, teach procedures, stress application, give special instruction in planning techniques, and for other purposes.

9. Experience assignments are important, particularly assignments to administrative work to get new viewpoints and learn applications in practice.

10. Participation occasionally in administrative conferences.

11. Cooperation in State conferences and in State research planning.

12. Develop and plan training activities as needed, in cooperation with administration.

13. Interns are becoming increasingly available, and stations have the facilities for their training. In general, the best results come from on-the-job instruction.

14. Attitudes and traditions and "atmospheres" are too important to be passed over. Such training should be planned, but methods should not be too direct. These factors are more a matter of "feeling" than of information and are developed through appeals rather than orders.

Regions and Stations

Custodial and Clerical

1. *Orientation*: Group orientation training will be given in the regional and station offices whenever feasible. When not, planned individual training must be given. The employee should know something of the organization, the function of the entire organization, his division, and the importance of his particular job. "Sponsors" are often desirable in large offices. Instructions, office hours, holidays, leave, etc., should be explained, also the meaning of, to them, new words and "shop" terms.

In supervisors' offices orientation training will be planned and the responsibility fixed by the supervisor in each particular case. Probationers will be given particular attention.

On the ranger district, orientation will be planned according to the needs of the job. This is one important function of the guard training camp.

2. *The stenographic pool* should be used where practicable for training in Forest Service procedures, in preparing correspondence, and in related duties. The section chief should be well grounded in training techniques.

3. *On-the-Job* (clerical): This is the responsibility of the division chief and particularly of the employee's immediate superior. Where ratings are below "very

good" the question of training will be raised.

4. *Techniques and Instructions* (clerical): All employees, particularly new ones, need such training. It can be given individually, but frequently "courses" for all or selected groups are preferable. Correspondence methods are sometimes used. Each region will select the method best suited to its situation.

5. *Training for Advancement* (clerical): Each employee will be given an opportunity for advancement training; when practicable such training will be given as an assignment. This training will be given on-the-job and supplemented by reading, in-service courses, and courses given in available schools. Assistance will be given in planning home-study and outside courses. This applies both to the regional office and the forest offices.

6. *Education*: Suitable courses will be developed when possible in cooperation with local schools, the Department Graduate School, or the Civil Service Commission, if within range of their projects.

7. *Skilled Workers*: (a) On-the-job, by supervisors and inspectors.

(b) Group training for new techniques or new machines.

8. *Guards*: (a) Group training, three-day camps the minimum as in the past. Objective: to develop group spirit and loyalty as well as techniques.

(b) *On-the-Job*: Planned follow-up by ranger, ranger assistant, and inspectors. More important for some of the techniques than the group training. This is ranger responsibility. Danger is neglect when seasons are not bad.

(c) *Tests*: Guards carry heavy responsibility, hence should be subjected to careful tests for skills, loyalty and dependability, as well as physical and optical.

9. *Laborers*: On-the-job as needed; also, if employed for the season, some training in fire control tools and techniques.

10. *Surveys and Projects*: Orientation and group training for general objectives and methods. On-the-job for detailed techniques.

11. *Foreman*: (a) Conferences for general orientation, objectives and general principles and methods.

(b) On-the-job for details and particular techniques.

(c) Pep-talks occasionally for loyalty and morale, by entertaining speakers only.

(d) Occasional clinics where a foreman will demonstrate some idea of his for discussion.

(e) Instruction in the elements of scientific management as indicated by need and by ability to use.

(f) *Education*: Courses for advancement as needed and desired and the situation makes possible. Many seasonal foremen go to school in winter.

REQUIRED TRAINING DUTIES

Training in the Service is highly decentralized; the regions and stations plan all the training given in the region or station and carry out their plans. But in order that the Washington office may redeem its responsibility, may comply with Executive Order 7916 and with the Department's policy statement issued in April 1939, and may coordinate Manual requirements, this program, and pages 10 and 11 of the multiple personnel card, a minimum of information must be available, records must be kept and some of them sent to the Washington office. These few necessary requirements will take but little time, will do much to advance training itself, and will furnish this office the assurance that instructions are being complied with, or indicate where corrective or correlating action is required. It will also furnish a background for inspections and a basis for staff assistance from the Washington office. (See Manual, GA-E3.)

The following activities in line with the above in which the Washington office is particularly interested are assembled here for convenience:

1. Each region and station should within a limited length of time prepare a training program following the requirements of Executive Order 7916 and the lead of the Department and Bureau. This need not be elaborate but should represent the needs of the unit. *Send copy to Washington office.*

2. *Group Plans:* Each region and station will prepare periodically a plan covering the group training of the forthcoming period. This may be, but is not necessarily, on an annual basis. Only an outline or skeleton plan is required. It need not be elaborate; a mere statement of what the region or station intends to do. This plan should be begun at once. *Send copy to Washington office.*

3. Prepare as soon as practicable a general "experience" assignment plan and periodically a detailed experience assignment plan. Select any period desired—annual, seasonal, or otherwise. *Send a copy of each to the Washington office.* (Experience as defined in Manual.)

4. *Individual Plans* (see Manual, GA-E3-6): Each supervising officer will list the regular employees working directly under him and will indicate the most urgent training needs of each and a suggestion as to how each need is to be met. This is merely a reminder notation. No form is required. The record may be kept in longhand and destroyed after it has served its purpose. It will be super-confidential. It is a personal matter between the supervisor and the worker. Then too it concerns removable defects; after

removal, there should be no record. The regional forester or director will show his record only to integrating inspectors. Others will reveal their record to the regional forester, director, to a functional inspector for the function concerned, or to a training officer. This record will serve as a basis for the more general statement as to training needs included on the multiple personnel card. No report other than for the card record is required. It is not intended that any individual be denied his right to see any statement made in writing about him. No. 6, below, is general; this is specific and personal.

5. (a) Inspectors, as a part of each inspection report, will discuss training needs of both the units inspected and the individuals encountered. If no particular training is indicated, the report will so state.

- (b) This data will be assembled for use in planning.

6. *Careers:* The Manual, page GA-E4-13, fixes certain standards and requirements with reference to careers and career ladders. As one means of implementing these requirements each regional forester and director will establish a procedure which will insure that each of the younger employees is interviewed each year with reference to career possibilities and aspirations. The interviewing officer should be thoroughly competent and preferably of not less than forest supervisor or project leader grade. Interviewing officers will discuss careers *periodically* with each employee assigned to him, preferably annually, especially with the newer and younger ones. Those interviewed will include all full time employees under grade P-3, or equivalent, having less than ten years' service. The record of these interviews will be confidential except for such general notations as are required to be made on the multiple card, pages 10 and 11. Personal matters will develop which should not be publicized. All other records will be accessible only to the chief of personnel management, to the regional forester or director, and of course to the individual. Temporary, seasonal and custodial employees may be, but need not be, included. The counselor, when interviewing, should not advise but should endeavor to help the employee make up his own mind. Both educational and training needs or plans should be discussed with the training officer; and assignments needed for experience or training, with the personnel officer. (Supplemental to this is the proposal recommended by the Personnel Officers' Conference of resurveying positions in all offices and reassigning duties so that positions as far as practicable will include only jobs of the caliber represented by the classification of the

job. When this is done, and particularly when jobs that can be performed by CAF employees are taken from field-going men, better career opportunities will be open to office employees. This is not training, but is closely allied and progress will be checked along with training.)

7. Send to the Washington office copies of such reports on post entry education as are compiled as a result of the requirements of the Manual, page GA-E3-10.

8. On page GA-E3-13 of the Manual the statement

is made that "new training techniques must be devised." Send to the Washington office training officer a copy of any report prepared on new training devices tried or recommended.

9. Reference page GA-E3-15: Send to the Washington office a copy of all instructions, plans, or devices used or proposed for evaluating training, and reports prepared on the use of such plans.

10. All training plans for each and every training position established should be open to inspection by the Washington office.

SUPPLEMENTAL STATEMENTS

COMMENTS ON TRAINING METHODS AND QUALIFICATIONS OF TRAINING OFFICERS

Training is the oldest known activity of man. Before the development of civilization, mothers trained their daughters in the preparation of food and in the care of the home. They still do. Training is necessarily done in all societies, all countries, all industries, and the quality of the country or industry reflects the quality of its training.

Yet, in spite of its universality, it is subject to much misunderstanding. Too often administrative men call it a frill or a hobby and a waste of time. Others confuse it with schools and think of it only in terms of organized courses or classes. Still others say it is a good thing but costs too much. They cannot afford it. This question of cost needs further study. But we will never reach the point where training is not needed. The cost is there whether you recognize it or not. It is paid for in the cost of mistakes, in the re-doing of jobs poorly done, in straightening out situations that have gone wrong, and in the loss from spoiled or wasted material. Haphazard training is the most expensive; planned training reduces training costs.

Not only should training be planned but the plan itself should provide for the technique best adapted to the particular situation. Since training is so important to society and has been in use for so long, naturally it has evolved into a highly systematized profession with a set of principles, a literature and innumerable techniques or methods. However, since all people have contacted training all their lives, almost anyone can do a fairly good job himself if he concentrates on the training objective. But where there is a considerable training job it further reduces training costs to employ a training officer familiar with the science to help in planning and in the selection of methods.

It follows, therefore, that such a training officer should himself be well trained in all the principles, the arts, and the techniques that relate to the learning process. He should be familiar with the science of education as taught in our best universities; he should be familiar with the adult education movement, its philosophy and its techniques; he should know vocational training and the techniques and methods which it has developed; he should know the science of correspondence instruction and when and how to use its techniques; he should know the training movement in industry and when and how its methods will best serve, and, in addition, he should know psychology for the same reason that a forester should know silviculture. Since men with these quali-

fications are not available, we should select men who will attempt to qualify themselves after selection.

These high standards are made necessary by the nature of the job itself. In a large career organization the instruction requirements are broader and more exacting than in our schools. One difference is that training requires that the learning process be carried to completion. This means, according to psychologists, that the response must be "conditioned"—that is, the thing taught must become a part of our "working knowledge," not just recognized intellectually. For example, the school may teach us that "honesty is the best policy." We as pupils may accept that as true but continue to act without reference to it. In training, "honesty" would not merely be taught, it would be "conditioned"—made a habit to which we respond in all work situations.

Another difference is that schools deal largely with information; trainers are equally interested in skills, habits, performance, attitudes, traditions, behavior patterns, and adjustments. While schools are beginning to become interested in these things, they are the regular "stock in trade" with trainers. Why? Because they contribute to the success of the organization.

Still another major difference is that schools have standardized curricula to which all students conform, and all are taught by the same process, while in training each individual is taught the things which he as an employee needs to know, and is taught by a method best adapted to the individual and the situation. Group training is the exception, not the rule.

To Forest Service employees the "four-step" method and the vocational conference method are most familiar. The four-step method, described in detail in the "Guard Training Handbook," is, when properly used, in conformity with the natural learning process. It is, therefore, a desirable method for use in teaching the use of tools, or, in fact, all physical doing jobs; for teaching skills it sometimes needs modification. It was necessary to include the "when properly used" because too often instructors are thinking about the perfection of their "steps" instead of their instruction job. The result is well-planned, elaborate steps but little learning. Trainers who will remember three things and will concentrate on them—(1) exactly what it is they are trying to put over; (2) that the trainee must do it; and (3) that the doing must be "conditioned" before it is of real value in a work situation—in fact, anyone who will remember these

three things, can do a good instruction job in this area. The third is too often neglected; the trainee learns a new and better way, but in his work, habit prevails and he uses not the new but the old method. For this step the trainer needs to know how old habits are broken and new ones formed.

Another thing about the four-step method is that it works best for individual instruction on the job. One reason is that each learner, being different from all other learners, needs different instruction. Another reason is that the conditions under which one learns becomes a part of the learning. A trainee may do a job beautifully in the class-room and be unable to do it at all in a normal work situation. He is unable to integrate the two conditions. This is why industry has practically given up the "vestibule school" idea. Wherever possible do your training in an actual work situation.

The vocational conference method is well described in the Guard Training Handbook, in a WPA Manual by Beckman, and in several publications of the Vocational Board. When rightly used in the right situation, the method conforms to the learning process and is a most excellent tool; when not properly used or used in a wrong situation, it becomes just the opposite. One common error is to try to camouflage some other method as a conference. In several recent trainings camps this was done. A part of the lesson period was used in listing things already known that had little or no bearing on the instruction given later. The instructor thought he had to have a "conference."

Training does not necessarily result from listing trite facts already known or through reciting the qualities of great men. After such experiences we go back to the job and do it in the same old way, even though we may feel that we had a very fine conference.

Another thing about conferences that we sometimes forget is that there are many kinds for many purposes. A conference may be used for training or it may be used to arrive at an administrative decision. The techniques differ and the difference should be understood. Both methods are useful, each in its proper place, but mixing the two or using the wrong one is neither good training nor good administration, and sometimes is positively dangerous.

Another conference procedure used successfully in training is described as the "Working Conference" on page 14 of the Department's training policy statement. It is used extensively in the Extension Service and has been used at times in the Forest Service.

Neither the four-step method nor the conference will meet all situations. Perhaps this can be illustrated by the familiar laboratory experiment of placing a banana within sight, but just out of reach, of a mon-

key. A stick long enough to reach the banana is provided. Now since monkeys are imitative, it would be a simple matter to use the four-step method and show him how to pull the banana in with the stick. But to get the monkey to recognize for himself that the stick will extend his reach and enable him to get the banana puts the training on an entirely different plane.

Here is a better example: At a Forest Service training camp the instructor wanted to teach us certain things about the development, fertility, and movement of soils. He might have shown us or told us or held a conference about it. He did none of these. He took us into the field and so selected and so manipulated his samples that the soil itself told us the story. When so presented, we were able to put things together for ourselves, to *think*, to draw an inference. We were, without realizing it, thinking things out for ourselves, reasoning, learning from the situation. The researchers learned these things from the soil in the first place, without help, but for the rest of us, we needed someone, not to tell us, but to so manipulate the material that we could see the relationships. This was training in thinking as well as training in facts about soil. It is a "higher," more difficult, and most needed type of training.

It is frequently suggested that our men need training in "creative" thinking. They probably do, but psychologists say that there is only one thinking process, that creative thinking is just thinking that leads us into certain fields which we choose to so designate. Creative thinking can be taught but not by the four-step process. One does not show the trainees how and then have them do it. Rather, one creates a "thinking" situation and the trainee may respond. If he does, next time he will respond more readily or in a more complex situation. If he does not, one tries a simpler situation. We can show them a pattern and help them to develop the habit of using a right approach, but we cannot show them how or make them think. That is an individual process.

There are a number of ways of creating a "thinking" situation. A common one is the so-called "Socratic method." Socrates in his conversations with the young men of Athens, through a series of adroit questions, led them to look at questions from new viewpoints, and thereby see new features and think new thoughts. The method has big possibilities for training field men on the job. For example, a grazing supervisor goes to a range unit with a ranger, a permittee or some other trainee. Instead of showing him how the range should be handled, the supervisor induces him to think about it. He asks how the allotment is handled, what needs changing and why. Why do the stock enter here? Would it not be better to bring them in through the pass to the west? What

effect on use would a salt ground on this bench have, etc.?

This differs from a directed conference in that its objective is to get the trainee to think about proper use and not to agree to some predetermined plan. It is just as effective where things are right as where changes are needed. In addition to getting the trainee to think constructively about this particular unit, it is a step toward the development of a "behavior pattern" that will be used automatically on other units.

Another great teacher induced the people to think about their problems through telling them simple natural stories (parables) definitely tied to life situations with which the people were familiar. While some of us might have difficulty in creating a story to illustrate our point, we can, and should, accumulate a number of simple actual cases that can be so used. This method is simple, and one of the most effective training methods. Frequently these cases are just about all the trainee remembers from his training course. And frequently that alone justifies the course. Many examples are of record where these case stories were the red flag that prevented trouble or caused the man to think again before acting.

The "project method" is much used in schools to induce thinking. An attempt is made to set up the project in such a way that the pupils will see relationships and learn new truths not from the teacher but from the project. In addition desirable behavior patterns with reference to the collection and analysis of data are being formed.

In schools the projects must be created; in an organization they are the things with which we deal; anyone of them may be used for training, without interfering with production.

Sometimes it is argued that for training the teacher-pupil relationship, rather than the boss-worker relationship, is required. This is used as an argument in favor of the "vestibule school" over on-the-job training. If we must choose between the usual boss-worker and the usual teacher-pupil relationship, possibly the latter is the better, but is either what we are working for? Isn't it better to develop a cooperative, work-together relationship wherein the relationship is forgotten in the interest of the job? Frequently the teacher-pupil relationship would be difficult because of the shifting of the relationship required, since where well done, the worker at times becomes the teacher. Why not? The boss does not yet know everything about any project.

The "case method" or the "conference case method" is particularly valuable in teaching administration and administration procedures. In this method actual cases are used, preferably simple ones, especially at the

start. The instructor must avoid approaching the decision before the group is ready for it. The difficulty with the method is that it takes time for both trainer and trainee to get the swing of it. There must be a systematic method of approach, and each case must be developed step by step. In the discussion, the trainees are led progressively into the broader and still broader implications of the problems involved.

The procedure best followed in studying a case is similar to that followed in making an administrative decision. It is best first to attempt to define the problem or difficulty with particular reference to locating the crux of the problem. Since this will depend on your objective, that also must be made clear. Then one collects evidence. Don't be satisfied with the obvious surface facts. These are often misleading. And be sure to include all the laws, regulations, instructions, standards, decisions in previous cases, etc., that may have a bearing. The difficulty may come from a faulty standard, so at times it is necessary to look into these. What is their origin? Were they established arbitrarily or scientifically?

After the data are assembled and analyzed, the next step is to list all possible or proposed solutions. In training this step is important. Insist on a number. Too many men can see only one, and that not always the best.

Then check each solution against the objective, the regulations, and pertinent facts. Many will be eliminated at once. After the proposals have in this manner been reduced to a few, the final solution is to determine which of the remainder, within the scope of existing restrictions, will most nearly approach the objective. This procedure, while time-consuming, opens up many new "thinking situations" and affords an opportunity for much informational instruction.

It is difficult because each case involves so many factors, but as said before, it does afford an opportunity to train in thinking one's way through a number of important variables; also it furnishes a step by step technique for such thinking, and it starts the formation of a "behavior pattern" which if followed up will improve any man's administrative work. It possibly deserves wider use than we have given it.

There are many other methods used by skillful teachers for that three-fold purpose: to impart information, to develop "thinking" ability and to create desirable habits (conditioned responses), but here we will mention only one other, the clinic. Others can be found in any good "education" library. If you are interested in ideas rather than techniques, read Rousseau.

Thinking, as we have attempted to illustrate, is not taught by direct methods as we teach one to file a saw.

Psychologists have studied the process and have attempted to describe it, but they do not say, "Here, watch me, do as I do." The teacher who says, "now think" misses the point. He reminds us of Dryden's "How many never think who think they do." But psychologists do tell us how to set the stage for thinking, and that is one of the things we try to do in a clinic.

The clinic is more than just a demonstration. Some man thinks he has discovered a better way to do something—it may be a shepherd who has a new way of assembling his camp equipment, or an Einstein with a new fifth dimension. In either case a group of men with similar interests is assembled for a demonstration. They should come neither with the intent of accepting nor of criticizing, but with an open mind to examine every phase. Possibly some flaw will be found, or possibly some new idea will appear that will lead to still further study and further improvements.

The clinic is neither a "free" nor a "directed" conference. It may have some of the elements of both, but it applies only in a certain type of situation not adapted to either of the others. It is one function of the training officer to know these distinctions in use and to recommend the tool adapted to the situation.

Job analysis is used as a device for determining what the instruction points are in job training. It may also be used as a training device in itself. For the first, we analyze to determine just how the job is done. For the second, we attempt to determine, for each step or element, whether the standard way is the best way. For this purpose the origin of each standard or procedure is examined. Was the standard determined by research, trial and error, opinion, or did it just happen? Scientific management requires that each standard or procedure be determined through research. Such analysis can be applied to fundamental questions of organization and administration as well as to work jobs and routines. From such an analysis many "thinking" situations will develop.

There are other things besides "thinking" that force us to use indirect methods. Training, as said before, teaches attitudes and traditions as well as information and skills. But the four-step method won't apply to an attitude. We cannot, for example, show a class how to be loyal and then say: "Now you do it." Neither is the conference method successful, although frequently tried. You can talk about loyalty and make long lists of qualities or advantages, yet in the end each man's loyalties remain right where they were in the beginning. Likewise psychologists have determined from tests that the common practice of listing the characteristics of a foreman has no training value. The characteristics of each foreman in the group remain unchanged. It is a valuable device when you want to kill time and still leave a good impression.

Yet loyalty can be taught. The methods are intangible and therefore difficult to isolate and describe. It is a "feeling" rather than an intellectual response and is developed through creating a situation that will arouse the feeling.

The big value of our guard training camps lies in the attitudes created, not just in the skills learned. The instructors, the old employees, and the new live and work and play and eat together and from this association develops a group spirit. From the attitude toward the work, the attitude toward each other, the comradeship, the talk, the stories that are told—from all this but without analyzing it the new guard begins to feel that here is a new type of organization; that here is a group of fellows who work together and depend on each other; that they will be depending on him; that over beyond that hill and the next there will be men stationed; that while he won't be able to see them, he will know they are there, alert and ready when the time comes. Tell him these things and he is skeptical, unimpressed, and lacking in appreciation, but let him "feel" them and he knows they are true and appreciates what they mean. In that way begins the growth of an esprit de corps without parallel in industry; a loyalty that is demonstrated year after year, and a fire tradition that keeps men going in seemingly impossible situations.

The training officer must know the mental processes back of these developments, and how to set the stage to make it most conducive to their growth.

Correspondence instruction is becoming one of the major factors in education and of increasing importance in training. In several of our large universities the non-resident enrollment is greater than the resident. The Army uses it with reserve officers and most large territorial industrial organizations depend upon it to a considerable extent. Techniques are developing and the literature on the subject is expanding rapidly. Some of the newer books are very suggestive and helpful. The Army has gone quite a way in developing methods in its reserve officer training. From our experience in the Forest Service we are beginning to formulate a few ideas that seem most adaptable to our situation. For example, we know that the mechanical method used by some schools of assigning lessons and issuing formal printed correction sheets, does not, as a rule, give good results with our type of men. It is of utmost importance to establish early in the course a close personal teacher-pupil relationship. Possibly "rapport" better expresses the relationship desired. In the first lessons the instructor should create interest and develop this relationship.

In subsequent lessons he should not just "grade papers," he should contribute something. One of his

best opportunities is in supervising the study of the trainee. Nothing of greater value can be taught than how to study. Supervised study is being more and more talked about in extension literature. New developments in that field are much needed and seem to be on their way. Also the instructor should be able to determine why and where the pupil first went wrong and correct his thinking at that point rather than just the wrong answer that may be several steps removed. Frequently all that is needed is a question or a suggestion. A paper including just a slip or some fundamental misunderstanding should be returned ungraded for further consideration. No one likes to have a low grade recorded against him. Anyhow the mistake may be more the fault of the instructor than the pupil. Be sure not to credit him with your failures.

Correspondence lends itself very well to the case method. Actual cases are best and simple cases—not big important problems. For each case used make sure that all the material the trainee needs is available to him. Don't tell him the answer after the first attempt, but just put him on the right track and let him try again. Progress will be slow at first, but too much hurry in the beginning will slow up results in the end.

Correspondence is usually an individual instruction process, but it may be used with groups. For group instruction follow a modified conference procedure through duplicating and distributing the contributions of the group. This develops interest and morale; it takes away that "alone" feeling, and gives each an opportunity to contribute something to the group. In some situations it is quite an effective method.

Probably the most neglected and certainly the most used training device is printed (and typed) material—informational and instructional. Most of what we know we learned through reading. We depend on what we read for new information. If we need information in a new field we "look it up" in the library. We subscribe for a number of technical magazines. Our instructional material is nearly all printed or mimeographed. We all know all these things, yet in our training work we neglect them—possibly because they are too obvious.

It is not meant that we do not read or that there are no reading assignments, but that class instruction is not correlated with printed instruction. In teaching a group how to set up a radio, how to wire a telephone, or any other of the thousand-and-one operations for which we have written detailed instructions, the instructions should be followed step by step, not just a reference but actual use. This saves in follow-up since, while the pupil may forget the method, he seldom forgets the reference and next time can look it up for himself.

Another thing of importance, that will be done some day, is to give more attention to the training

approach in getting out instructions for "doing" jobs, since so often the doer is without previous training and has to depend entirely on the printed directions.

There are many other devices in use but all are dependent upon the same principles pertaining to the one learning process, so all of them have much in common. Sometimes a new device runs wild for a time but if it has real value it goes through a process of simplification until it too is basically sound and tied to the basic learning process. Such a device is the moving picture. In industry many of the first attempts had little training value. We learned from their mistakes, but we still have much to learn.

Here are samples of some little things that can be done and are being done. No one could give a complete list because there is no record, but any good training officer will think of others:

News items in your local paper. All men like to read in the paper about what they are doing. A lot of training, particularly intangible training, can be worked into a news item without it losing its news value. Some men now write news items intended primarily to instruct their own guards as to what is being done.

Planned conversations. This is in reality a "directed conference" for only one trainee. The technique is somewhat different but the need for planning is the same. To be effective it must have a purpose, it must be planned, in fact preparation on both sides is best, and it must be a conversation, not a lecture. It is particularly effective in developing attitudes. Some men get splendid results.

Self-analyses tests. Everyone is familiar with these; magazines are publishing them all the time for one thing or another. For particular weaknesses, or where poor work habits are involved, they are sometimes quite effective. They must be prepared for the particular situation and the trainee should not be asked to show his answers.

There is one additional problem that all training officers should have in mind and should develop individual plans to meet each individual situation:

In each ranger district and possibly in each community there is at least one man who deliberately tries to train our employees. Sometimes he is a permittee, or he may be the president of the gun club or the Isaac Walton League. His training efforts usually are sincere and unobjectionable, but occasionally he has an ulterior motive. The effect, however, is much the same. With proper counter training the former can be turned into an asset and harm from the latter prevented.

This illustrates further the many-sided nature of training mentioned in the introductory paragraph. The opportunities in the training field are limitless.

SERVICES FURNISHED BY TRAINING OFFICERS

An official statement of duties and responsibilities is published in the Manual, page GA-E3-4. This statement is in conformity with that, but prepared in simpler terminology for the information of all individuals or units that might benefit from the services which "training" is prepared to furnish. Training in the regions is maintained as a service function, and the services of training men are available to all administrative units. This statement lists briefly some of the more important services which they should be qualified to furnish.

Their availability for service in planning, coordinating, and administering group training schools and camps is quite generally understood and used. The help that they can be to line men in preparing their instructional material and plans is also well understood and used in most cases. There still are, however, men who feel that since they know more than the training officer about the factual material to be presented that they do not need his help. They do not yet realize that it is not in the factual field that they are supposed to help. The same material can be presented in different ways. One trained in the technique of presentation can help in selecting the best way to get a desired result.

While every region now accepts, in theory, the standard policy that training plans should be based on training needs, not all are equally skilled in measuring and evaluating needs. This is an important field in which training officers should be particularly proficient. Experience is gradually convincing administrative men that they are.

In addition to being able to plan training, all training officers are skillful instructors. While they cannot give much time to direct instruction, yet there will be situations in which it will be desirable to utilize their skill.

Apprenticeship is frequently spoken of as a training method. It is not. It is a training situation in which many methods should be used. While we have no regular apprenticeships, we have many situations that, with proper planning, might be developed for training. Administrative men will need help in planning from assistants with a cultivated appreciation for recognizing training opportunities and the methods and individuals adapted to each. Training officers have an appreciation for such situations but cannot take advantage of them except through the line.

The clinic is one of the most helpful methods we have—it is adapted to small groups and to large; frequently it requires no elaborate equipment or expensive settings—yet it is not much used. The reason is simply that line officials do not recognize the oppor-

tunity or the training value in new work developments. Consult your training officer. It is his job to know and recognize these things.

Schools have developed during the last few years, particularly in their extension departments. They are prepared to give courses in almost anything and to almost anyone—a course adapted to the individual's need. Have your training officer investigate these opportunities and call them to the attention of employees. This is and has been done, but it is something which must be repeated at intervals since development is continually going on.

While training officers are not directly connected with the library, get in the habit of asking them for reading references on subjects in which you are interested. You will be surprised at how many times they will know just what you want.

Dr. Donald, managing director of the Electrical Manufacturers Association, said, in a lecture in Washington, that the things done by the best top executives could, to a very large extent, be classed as training. Our top executives are in that "best" group. They do not hold classes or have training schools for their division chiefs, but they do discuss cases and develop situations which influence the thinking and the attitudes of those under them. The qualified training officer, because of his training in psychology and in the accepted techniques for such training, could be a help if consulted.

All of these things are a part of the regular training job. But training officers can be a lot of help on other things not classed as training, either because the other activity has a training element, or because in their general training they came in contact with the other subject. The latter group includes many "management" or industrial engineering activities, such as time and motion studies.

Job analysis belongs in this group. Since it is also a training device, all qualified training officers are proficient in it. It has a high use in training in the field of intangibles. Roughly there are two kinds of analyses: (1) Just breaking the job down into its elements, primarily for planning and scheduling, and (2) examining each element to determine whether the method now used is the best. (1) is not fully satisfactory without (2). An analytical examination of such intangibles as the PR work on a heavy recreational ranger district by the supervisor and ranger is splendid training for both and also furnishes a basis for planning. In making such an analysis do not neglect your training officer. He will be a real help.

The same thing is true almost throughout the man-

agement field. Training officers are forced to study scientific management in connection with their other duties. If procedures are to be reviewed—and they should be at regular intervals—if new and better job specifications are contemplated, if control records need overhauling, if some unit is to be analyzed, or if a new determination of job load is to be made, consult the training officer. His knowledge of the latest approved techniques in industry will be a help.

All this is particularly true in the field of incentives. All administrative officers would like to make their work interesting and attractive to the men who have to do it. Experts such as Gantt, Wolf, Williams, and others have given the subject a great deal of study and have developed techniques in accord with both human nature and management. Your training officer keeps in touch with developments in this field. Don't fail to consult him when you revise your incentive plan.

"Employee representation" is a term used to cover a movement in industry to take advantage of and use the knowledge and thinking of employees through the development of democratic methods in management. Because of attempts to identify it with the "company union," developments in that field have almost ceased. Because of the good that can come from the idea when properly used, our Chief, three years ago, opened the way through the approval of a "Memorandum of Understanding" with an organized group of employees. Development so far has been slow. It is an important field and one in which training officers are informed and able to help.

Counseling is an old subject but until recently rule-of-thumb methods have prevailed. As a result of research at several of our best universities, it is now becoming a science, with techniques all its own. Further, these studies have shown that counseling for students or young employees is needed much more than had been supposed, and, secondly, that counseling by untrained counselors is usually valueless and often dangerous. The Service needs a trained counselor in each region. Where training men have not already received instruction in this field, they should be given an opportunity to do so. Its importance has been demonstrated in a few progressive organizations.

Our training program does not provide for a course in "The Development of Traditions" or in "Attitude Development," because of their intangibility, yet things of this kind are of first importance. They should not be left to chance. The wrong thing may happen. Consult your training officer. He will be able to suggest something that can be done.

Sometimes, particularly among employees bordering on the "problem" group, you will be confronted with "behavior patterns" that you do not understand. You will wonder why an employee acts as he does. It seems out of character or unreasonable. Before taking action consult your training officer. He may not qualify as an expert in that field, but he has had some training in it. The probabilities are that he can help you to a better understanding.

"House organs" afford many opportunities for both direct and indirect training. While you may not want to place its publication directly under the training officer, at least see that he is consulted. He can be of help also on all publications intended to influence or train the public.

Someone in every organization ought to keep in touch with and keep top-management informed about the developments in general organization and management problems in other comparable organizations. Because such information is of direct value in training, it is probable that help in this connection may be obtained from the region's training officer.

Further, it will be found that the training officer can often furnish a valuable staff service in the whole field of research in management and personnel. He will be of particular value in developing ways for utilizing results. In the use as well as in the development of intelligence and aptitude tests he should be consulted.

There are many other staff functions and situations in which he can and is being consulted. The function of this list is not to cover the entire field but to remind you that you have an officer trained in staff techniques who is at your service. Call on him when you need help.

THE TRAINING LOAD

As has been said elsewhere, training is an inseparable part of administration. It can no more be escaped than can supervision or inspection, but it can be covered up. It costs, and the cost cannot be avoided. If the work is efficiently done, employees have been trained; if it is not, employees need training.

All new employees need at least some training, and all old employees whose work is not as good as desired, need additional training. It has been found further that even those whose work is satisfactory need some training occasionally or they tend to fall behind. In addition, a certain amount of training is required to prepare some employees for new assignments within the organization.

But this approach alone fails to give one a true concept of the load—it emphasizes numbers rather than content. The Forest Service, although necessarily operating on a territorial basis, is also a highly functionalized organization. In addition to research and guidance in the development of the productive resources of wild land generally, the Forest Service also has the direct administration of these resources on nearly ten percent of the Nation's area. It has, to meet this responsibility, an organization of trained experts in each major resource field.

Each of the functional units of the Forest Service requires its own training and thus complicates a statement of the training load. For example, Fire Control, one of the functional units, must each year give training to some men for each position in the Fire Control organization, from the overhead "generals" who direct the campaigns, down through the various official levels to the laborers who fight the fires. This function is also functionalized into the units for actual suppression, for transportation, for communication, and for supplies and equipment, with hundreds of specialized jobs, such as radio operators, airplane observers, tool sharpeners, line locators, flame-thrower manipulators, and first-aid operators in every unit. The list includes hundreds of fire-foremen, straw-bosses, camp bosses, timekeepers, lookouts, smoke-chasers, firemen, etc.

Another factor which complicates a statement or appreciation of the load is our territorial organization. The resources to be protected or developed extend from Alaska to Puerto Rico and from Maine to California. Each unit of area must have its own protective force with its own specially trained personnel. Familiarizing the new men each year with the topography, the dangers, and the values of the area to which assigned is no small part of the training load.

The other resources or functions recognized in the

organization set-up which therefore have their own training problems, which in turn add to and complicate the training load, are engineering, wildlife, timber, recreation, grazing, water, land (soil), and social and community stabilization values. Each resource has its own specialized jobs, each its standard of performance to which men must be trained.

Another approach to the training load would be through the classification standards. Each, of more than 350 classified positions, has a definite statement of duties, with standard qualifications and standards of performance. Each when filled require some training of the incumbent, and even if the transfer is between positions recognized as the same in classification, some training is needed. Sometimes this training is considerable. For example, a ranger in Florida needs to know many things not needed by a ranger in Oregon. Also, a P-3 official in a straight line position needs broader general training than one of the same grade in the functional line.

So after all, perhaps the most understandable approach is to go back to our original subdivision into new employees, new assignments, and career training, which usually involves promotion.

While no two years are alike, recently we have had on an average about 4400 new employees each year. Of these, 1600 have been guards. But as stated above, guards have a great variety of duties, depending both on location and assignment. New employees include also about 400 skilled laborers, such as carpenters who need little training other than orientation. The same is true to a somewhat lesser degree to about the same number of clerks. Most of the others are temporary employees of various grades. Of the permanent employees that require considerable training, there are 146 professional and 230 sub-professional of various kinds.

New assignments or new duties for old employees involve the training of 8400 each year. Here again the seasonal employees outnumber the permanent. Of the seasonal, the guard group is the largest. The turnover among guards is from 30 to 40 percent. The 60 to 70 percent that return are given each year training in new duties and responsibilities to increase their value to the Service. Some who have returned for many years become very proficient and carry heavy responsibility. The average period of employment is just under four months.

Since the Forest Service is operating on a career basis, practically all new permanent employees enter at the lower grades and all advance. Position vacancies are filled through promotion. No matter what the

previous training or experience, the employee entering on a new assignment requires training. This training is mostly given on the job. For some of the lower administrative positions, such as ranger, a part of this training can advantageously be given in groups. To be cheapest—most effective—the training on the job must be planned and scheduled. This practice is informally required.

Training for Promotion

It would seem that this number should be the same as that for new assignments, but in reality it is much lower. There are two reasons for this: first, many new assignments differ but little from the old and advance training prior to the change does not seem justified; secondly, for some positions where advance training would be desirable the training program has not yet been fully organized.

It is the policy, as announced in the Manual, to afford a career opportunity to each employee. This might imply career training for all, but this is not necessarily so. Many men have chosen their career and trained for it before they come to us. A machinist, for example, has selected his career and served his apprenticeship. Our obligation extends only to affording him an opportunity to function within the recognized scope of his career. On the other hand, most junior clerks, even though previously trained, will require additional training if they are to have a satisfying career in the Service. Too many of our custodial and clerical positions as yet have no satisfactory career outlet. Training in this field is being developed.

Maintenance Training

As stated previously, most employees need occasional training to keep them abreast with changes in standards and new developments, as well as the actual maintenance of proper work habits. While universal training is theoretically desirable, many positions change but little and such as do occur are taken care of as a matter of supervision. On the other hand, many positions, such as ranger, are subject to continual change. New situations develop, requiring new techniques, or demanding new standards or revisions of plans. Experience shows that without some planned effort to counteract the tendency to follow old work

habits, most men fall into a rut and fail to keep up with progress. This is probably the most difficult of all fields of training.

Summary

The total training load of the Forest Service as we now see it and plan for it, as recorded above, is as follows:

Training new employees.....	4,400
Old employees in new or additional duties.....	8,400
Promotion training	1,280
Maintenance	2,420
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Total, all classes.....	16,500

The above figures include some duplications. That, however, applies only to individuals; the training load still remains. No attempt has been made to reduce this to man-days since the larger part is given on the job in connection with supervision and inspection, and no records are kept. Estimates for the on-the-job training place it at four days per employee per year. This may be fairly accurate, but since it is normally given a little at a time, it is hard to estimate.

Group training is less than one-fourth that amount. If our employees were not so scattered geographically, more would doubtless be given. As it is, because of the time and expense necessary to assemble groups, this type of training is resorted to only where there is a reasonable showing that the advantages of group training are such as to indicate a saving in expense in the long run.

Summarized in another way, the records show that 800 are receiving definite planned training in administrative management, 1050 are receiving technical training directly related to their work, and that the remaining 14,000 are being trained in the procedures and skills relating to the clerical, sub-professional and custodial grades.

In addition, there are 200 definitely registered for post-entry educational courses in some cooperating institution. This latter record is known to be incomplete, but is indicative of the present trend.

TRAINING POLICY AT LEVELS OF ADMINISTRATION

From the President of the United States

Executive Order 7916, Section 6: "Effective not later than February 1, 1939, the heads of the Executive departments and the heads of such independent establishments and agencies subject to the civil service laws and rules as the President shall designate, shall establish in their respective departments or establishments a division of personnel supervision and management, at the head of which shall be appointed a director of personnel qualified by training and experience, from among those whose names are certified for such appointment by the Civil Service Commission pursuant to such competitive tests and requirements as the Civil Service Commission shall prescribe: *Provided*, however, that if the head of a department or establishment requests authority to appoint a presently acting personnel or appointment director, officer, or clerk, as such director of personnel, such personnel or appointment director, officer, or clerk may be appointed upon certification by the Civil Service Commission that he is qualified therefor after passing such tests as the Civil Service Commission shall prescribe. It shall be the duty of each director of personnel to act as liaison officer in personnel matters between his department or establishment and the Civil Service Commission, and to make recommendations to the departmental budget officer with respect to estimates and expenditures for personnel. He shall supervise the functions of appointment, assignment, service rating, and training of employees in his department or establishment, under direction of the head thereof, and shall initiate and supervise such programs of personnel training and management as the head thereof after consultation with the Civil Service Commission shall approve, including the establishment of a system of service ratings for departmental and field forces outside of the Classification Act of 1923, as amended, which shall conform as nearly as practicable with the system established under the said Act. Subject to the approval of the head of such department or establishment and of the Civil Service Commission he shall establish means for the hearing of grievances of employees and present appropriate recommendations for the settlement thereof to the head of his department or establishment. He shall serve as a member of the Council of Personnel Administration hereinafter established, and perform such other functions as the head of the department or agency after consultation with the Civil Service Commission shall prescribe. A director of personnel may be transferred from one department or establishment to another from time to time, subject to the provisions of the civil service rules and with the approval of the head of the agency to which transfer is proposed."

Section 8. "The Civil Service Commission shall, in cooperation with operating departments and establishments, the Office of Education, and public and private institutions of learning establish practical training courses for employees in the departmental and field services of the classified civil service, and may by regulations provide credits in transfer and promotion examinations for satisfactory completion of one or more of such training courses."

From the Civil Service Commission (*Statement published May 12, 1939*)

"These two sections of the order," (7916) "taken together, give broad general directions for the establishment and development of the Federal training program. Section 6 appropriately places upon the administrative heads of the several departments or agencies the responsibility for providing adequate training for the employees under their own direction, and provides that their directors of personnel shall initiate and supervise training programs which they, the administrative heads, after consultation with the Civil Service Commission, approve. Section 8 places upon the Civil Service Commission a much broader responsibility than that implied in the 'consultation' mentioned in Section 6. It provides that the Commission shall, with the cooperation of the agencies and institutions mentioned, establish training courses for departmental and field employees of the classified civil service. Then in the last clause, it authorizes the Commission, but does not direct it, to establish regulations for providing a system of credits to be available in transfer and promotion examinations of those who have satisfactorily completed such training courses."

"The Commission interprets the first part of Section 8 to mean that it is expected to assume a responsibility for assuring that necessary training courses are established to meet the needs of the Federal service. Such courses may be made available in three ways, first, within and under the direction of the separate departments and agencies for the benefit of their own employees, second, by the coordination of the activities of different agencies or institutions whenever cooperative action is necessary or advisable, and third, by the initiation and direction of certain types of training courses by the Civil Service Commission itself."

From the Secretary of Agriculture's Policy (*Statement published April, 1939*)

"The direct purpose of employee training is to increase the efficiency of the Department. While increased satisfaction and earning power for the employee may result, it is incidental to this primary objective. Training that directly benefits the Department

may be legally conducted during working hours when it is determined that such a course is necessary for the effective performance of work.

"No employee should be assigned to a position for which he is not trained. Expecting an employee to perform before he has been taught how to perform is a common source of inefficiency and is the fault not of the employee but of administrative officers above him. The functions of staff training officers are to cooperate in obtaining and assisting in the promotion of progress, to arrange for incidentals and conveniences, to provide the continuity and service which is necessary to assure effective work, and to assist in evaluating results; to teach scientific training methods to instructors and executives and to advise with respect to programs and methods. Final responsibility for the training rests with the line executive."

From the Forest Service Manual (*page GA-E3-6*)

"The training work of the Service is highly decentralized. The educational work for the present will be more centralized. It will require cooperation with the Department, with the Civil Service Commission, and with schools. This will require centralized study and planning.

"For training there should be programming and planning at all levels. All training work should be planned. In fact, according to definition, it is not

training unless it is planned, but elaborate paper plans are not required. There should be sufficient written record to indicate that the instructor has thought through the problem, knows what he is going to teach, and has a method for putting it over. Individual lesson plans are not required. Neither are written plans for individual training on the job, but inspectors, supervisors, and rangers should, as a minimum, have notations of the training needs of each weak employee under his supervision or inspection, and have in mind a corrective plan which he can furnish on request. Regional foresters and directors may require more detailed records.

"The Washington office will correlate training programs, will stimulate the establishment of and approve minimum standards, and will assist the regions and stations in providing training material, or instructions in training method. It will provide direct training only where duplication would otherwise be necessary or where for some reason all-Service training seems desirable. It will work continually for better training methods and will maintain a consulting service in that field.

"The same standards will apply to regions and stations; each will have its program and its plans. On the forests more attention will be paid to planning than to programs since it is here that the bulk of the training will be done."

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